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Report of the Committee on Food Aid Policies and Programmes

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SEVENTEENTH ANNUAL REPORT OF THE WFP COMMITTEE ON FOOD AID POLICIES AND PROGRAMMES (CFA) TO THE ECONOMIC AND SOCIAL COUNCIL, THE FAO COUNCIL AND THE WORLD FOOD COUNCIL

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WORLD FOOD PROGRAMME - 1991 IN RETROSPECT

Overview

1. WFP is the principal international channel for the provision of relief food aid and a major supplier of food aid in support of development activities: in playing this dual role, WFP is the largest source in the United Nations system for the transfer of grant resources to developing countries. WFP's annual turnover in 1991 - the sum of the resources managed by the Programme - was $1.6 billion.

2. The burgeoning needs of victims of natural and man-made disasters dominated the work of the World Food Programme in 1991. Half of all deliveries of WFP food for the year were of relief food, both for emergencies and for long-term refugees and displaced people, compared to approximately one third in previous years. Some 20 million people, including 14 million refugees and displaced people, received WFP relief food in the course of the year. This upsurge in the need for relief food aid has resulted in a shift in effort from development activities to emergency relief.

3. Warfare and civil unrest continued to devastate a large number of countries in Africa in 1991, exacerbated by widespread drought in many areas. Further east, WFP was actively involved in helping people affected by the conflict in the Gulf, providing assistance to hundreds of thousands of displaced people and vulnerable groups inside Iraq and to similar numbers of evacuees and refugees in surrounding countries. Refugees from Afghanistan in Iran and Pakistan continued to need food assistance. Bangladesh, struggling to assimilate large numbers of poverty-stricken returnees from the Gulf region, was struck by a cyclone at the end of April, which killed an estimated 138,000 people and left a further 10 to 12 million homeless.

4. The increase in relief food aid needs has resulted in WFP's handling (shipping, trans-shipping or transporting, including on behalf of other donors) a record 4.8 million tons of food in 1991. Transport-related expenditure in the year topped $387 million, of which $176 million was paid to developing countries.

5. To move food and other aid quickly and efficiently into areas of urgent need, WFP has strengthened its logistics capacity, which is increasingly used by the United Nations system, bilateral donors and non-governmental organizations. Up to 50 ships worldwide are on charter to WFP at any single time. The Programme manages trucking fleets composed of hundreds of trucks and trailers in several countries. A highly efficient system of delivery by WFP-chartered aircraft, including air-dropping and, for the first time by WFP, parachute dropping, supplemented delivery by road, especially in remote or dangerous areas of Sudan, Ethiopia and Angola where surface delivery was difficult or impossible. WFP logistics staff have been responsible for such managerial tasks as the coordination of port operations, helping in port rehabilitation and arranging for the internal transport of emergency food supplies. WFP's International Food Aid Information System (INTERFAIS) provided both donors and recipients continuously with essential data on food aid operations and logistics.

6. Increasingly, WFP is called upon to help coordinate delivery of food to people in urgent need. For example, in Sudan WFP was called on to organize and handle delivery of all food aid - totalling 500,000 tons, of which only five percent was supplied by WFP - going into the country through Port Sudan. In practical terms this meant that all food aid was consigned to WFP, with WFP being responsible for berthing ships, discharging cargo, bagging bulk grain, clearing all

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food aid from the port, and arranging transport from Port Sudan to distribution centres throughout the country, including intermediate storage where necessary.

7. WFP has supported international efforts to ensure safe passage of emergency food aid. Partly as a result of its work, this concept has been increasingly accepted. In many countries in 1991, such as Iraq, Ethiopia, Sudan and Angola, WFP was at the forefront in delivering food aid through conflict zones to civilians on both sides of the battle lines. Amendments of the WFP General Regulations, approved in 1991, enabling WFP to provide humanitarian relief assistance at the request of the Secretary-General of the United Nations, will strengthen WFP's mandate to provide emergency food aid to those in need wherever they may be.

8. In the course of the year, WFP and UNHCR agreed to new working arrangements that will result in WFP's assuming from UNHCR full responsibility for the mobilization from donors of all basic food, and the cash to ship and handle it, for all refugee feeding operations in developing countries. During 1991 WFP handled more than two thirds of the food provided to refugees in developing countries.

9. Although 1991 might prove to be exceptional in terms of the high level of emergency food relief needs, increased responsibility for refugee feeding will result in a permanent change in the Programme's activities in favour of relief. Nevertheless development activities remain at the heart of WFP's work.

10. At the end of 1991, WFP was assisting 266 ongoing development projects with total resources from WFP valued at $3 billion. Over the life of current ongoing development projects, an estimated 80 million people will receive WFP food aid. In 1991 alone, it is estimated that 22 million people received WFP food through development projects.

11. At $448 million, representing 1.44 million tons, WFP commitments for development projects in 1991 were the lowest in value terms since 1978. This decline resulted from the steady reduction in resources made available to WFP for development assistance since 1988.

12. Low-income food-deficit countries - countries with a per capita GNP in 1991 of less than $1,135 that rely on imports to meet their food requirements - receive most of WFP's assistance. In value terms, 79 percent of WFP's development assistance commitments, 72 percent of emergency aid and 96 percent of assistance for long-term refugees and displaced people were for that group of countries in 1991.

13. Just over half of all WFP food aid shipments for 1991, for both development and emergency purposes, was to least developed countries (LDCs). WFP expenditure in LDCs in 1991 was $578 million, 53 percent of the total. LDCs accounted for 35 percent of WFP's resources for ongoing development projects.

14. WFP provides a subsidy to LDCs towards meeting the internal transport, storage and handling (ITSH) costs of development food aid. Additional assistance is given to help defray the cost of such activities as monitoring and evaluation, together with increased administrative support for central food management units. This extra assistance amounted to $29 million for projects approved in 1991.

15. By the end of 1991 - half way through the pledging period for regular resources - total multilateral pledges and contributions to WFP for the 1991-92 biennium had exceeded $1.92 billion, exceeding the total multilateral resources for the entire 1989-90 biennium, itself a record, by nearly 10 percent. Because of the increase in relief activities, total multilateral resources made available to WFP for the whole 1991-92 biennium are expected to range between $2.4 to $2.6 billion. This includes contributions or pledges to WFP's regular resources (including those for the feeding of long-term refugees and displaced people), the Food Aid Convention (FAC), the International Emergency Food Reserve (IEFR) and contributions for Afghan refugees and returnees and other special emergency operations. The major increases in 1991-92 are for relief needs, including the IEFR, long-term refugees and displaced people and special emergency operations.

16. Persistent imbalances in between cash inflow and outflow have significantly eroded WFP's cash carry over in recent years. The overall decline in the purchasing power of the United States dollar, compounded by inflation, resulted in steady increases in ITSH, transport expenses (although this has been mitigated by charters and other initiatives to reduce costs) and programme support and administrative costs (which at $77.8 million in 1991, were five percent of turnover). The administrative cost of servicing WFP's relief activities, which represent about 50 percent of its turnover and are mainly paid from cash contributions to WFP's regular resources (intended primarily to cover development activities), has aggravated the situation. As a consequence, in the first half of 1991 the Executive Director brought to the attention of the CFA that the Programme was faced with a prospect of severe cash shortfalls, and extraordinary measures had to be taken.

17. Special appeals during the year encouraged two major donors to increase the level of their cash pledges to WFP's regular resources, raising the aggregate level to 29 percent for the 1991-92 biennium (well above the average of 24 percent for the previous biennia, but still less than the one third in aggregate called for in WFP's General Regulations). The CFA also agreed that the additional administrative and support costs incurred by WFP in carrying out its relief work should partly be covered by an administrative overhead charge of four percent on the IEFR and on the sub-set of regular resources to feed long-term refugees. A revised scale of fees for bilateral services was also approved. As a result of these proposals by the Executive Director, the CFA established a working group to consider other options for financing administrative expenses that would strengthen the Programme's long-term cash position.

18. The Programme's activities in 1991 were carried out by 2,821 staff, including 1,550 staff members holding appointments of one year or more (470 staff performing professional duties and 1,080 support staff) and 1,271 temporary staff employed under special contractual arrangements for time-limited logistics and emergency operations. Total staff costs were just $53.4 million in 1991, or only three percent of turnover. Three-quarters of WFP staff are assigned to country offices in 82 countries, helping 92 developing countries.

19. In accordance with WFP's policy regarding rotation of staff, 75 staff members changed duty station during 1991, including 20 Directors of Operations or Assistant WFP Representatives. The security situation in a number of duty stations deteriorated during the year, and 21 staff members and their families had to be evacuated, with subsequent hardship for them and substantial costs to the Programme.

20. Major changes in WFP's General Regulations were approved in 1991, the first time substantial changes have been made since WFP ceased to be an experimental programme in 1965. As a result, the Programme now has legal capacity and greater autonomy within the

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United Nations system. The Committee on Food Aid Policies and Programmes (CFA), with enlarged membership, is recognized as the body responsible for the intergovernmental supervision and direction of the Programme, including food aid policy, administration, operation, funds and finances. The Executive Director has full responsibility for WFP's affairs and is accountable to the CFA for all matters, including finance and accounts. The Programme also now has its own Financial Regulations and Rules.

21. After protracted negotiations, the Government of Italy, the United Nations and FAO signed a Headquarters Agreement for the World Food Programme in March 1991. The implementation of that Agreement is subject to ratification by the Italian Parliament. When that Agreement enters into effect the Government of Italy will provide WFP with appropriate office accommodation in Rome.

1991 Development activities

22. Food aid, as provided by WFP, is an important additional resource for economic and social development. It supports activities that help poor people improve their socio-economic situation and overcome the root causes of poverty and hunger. WFP's assistance aims not only to help improve temporarily the diet, health, education or income of poor people, but also to help improve their economic situation over the long term.

23. The main types of projects assisted are:

Agricultural production Projects to increase agricultural production, including land development, forestry, land rehabilitation, rangeland management, dairy and fisheries development, accounted for $1.3 billion, or 45 percent, of ongoing WFP-assisted development activities in 1991. In these projects, food aid is typically used either as food-for-work to support labour-intensive agricultural activities or as an incentive to encourage participation by local people in project activities or compensate them for the time they invest in the project.

Rural infrastructure A major problem in many rural areas is the lack of physical infrastructure, such as roads to transport goods to market, water systems for human or agricultural use, and community facilities such as schools, health-care centres and social centres. Food aid helps construct these facilities through food-for-work schemes. In 1991, the value of ongoing projects in this sector amounted to $326 million, or 11 percent of WFP development activities.

Settlement projects Land settlement projects, in which new lands are brought into production by smallholders and agricultural infrastructure, public amenities and civil works are constructed, accounted for seven percent of WFP's ongoing development activities in 1991. Food assistance tides settlers over the initial period until the first harvest, or until self-sufficiency in food production is reached.

Food reserves Support to national food reserves, market restructuring or price stabilization activities forms a small but important part of WFP's development work. In the case of food reserves, the objective is to improve the country's capacity to cope with bad harvests or natural disasters by ensuring a security stock of staple foods for distribution at such times. WFP support for food reserves is usually undertaken in collaboration with other

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food aid donors; WFP often acts as a catalyst for bilateral contributions to government reserves.

In market restructuring or price stabilization projects, food aid is made available to governments for distribution, usually sale, when food prices are high. The proceeds normally are to be used to purchase local products at guaranteed prices after harvest, in order to replenish the reserve. Such projects help prevent excessive price fluctuations of staple foods which, if unchecked, could discourage local production (through producer prices falling too low after harvest) or cause excessive hardship to poor consumers (because retail prices rise to high levels prior to harvest).

Vulnerable group development WFP food aid is provided to encourage greater and more regular attendance of mothers and young children at health centres. The food either provides a dietary supplement or constitutes a transfer of income to poor households or individuals because the food is in addition to their existing income. In institutional feeding projects, food aid may constitute budgetary support, allowing a government to expand or improve social programmes, while providing recipients with improved diets.

School-feeding projects School feeding alleviates short-term hunger, improving children's learning ability. The food also acts as an incentive to encourage regular attendance and as a dietary or income supplement to the family (helping compensate for loss of the child's labour while attending school). Sometimes WFP food also saves money in government budgets, which can be used for additional investment in education. More than one-fifth of total WFP resources for ongoing development projects, some $654 million, support education.

24. WFP food aid for health, education and training helps ensure a healthy population that is literate and has the skills necessary to achieve sustained economic growth. Food, nutrition, health and productivity are interdependent: lack of food causes poor health, which in turn reduces productivity. The effectiveness of WFP food aid for health and education depends crucially on the recipient country's efforts to improve basic services in these areas. The commitment of governments and the seriousness of their efforts are major factors in determining whether to begin or continue WFP support for health or education programmes. These programmes need to be focused on poor areas and in poor countries if they are to have a major impact on poverty.

25. Most WFP-assisted projects are located in rural areas and are designed primarily to help the rural poor. In most developing countries poverty remains predominantly a rural phenomenon. A main objective of many WFP food aided projects is to help increase local food or agricultural production. Nevertheless, urban poverty is increasing in many developing countries, and WFP assistance specifically to help poor people in urban areas accounts for a small amount of the Programme's total development assistance - $22 million, or less than one percent. In most urban development projects, WFP uses food aid to pay workers employed in improving local sanitation facilities, housing conditions, roads and paths. With urban poverty on the increase in many developing countries, WFP assistance to help the urban poor is likely to grow in the coming years.

26. The ripple effects of WFP's development work can be very widespread. Whole communities can benefit from a general improvement in a region's economic development. For example, new work skills gained as part of a WFP-assisted training programme result in improved productivity or job opportunities, leading in turn to higher family incomes.

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Increased family income gives greater purchasing power, and so more demand for goods and services. Roads, irrigation canals or new schools built with the help of food aid can last many years, benefitting several generations. These lasting benefits are a major goal of WFP's development work.

27. Each type of development project also has immediate beneficiaries - those who directly participate in project activities and receive WFP food for themselves and their dependents. WFP food rations supply part, but not normally all, of beneficiaries' income and diet. In most projects food is supplied for only part of the year - for example, during the school term in a school-feeding project, or during the agricultural low season in a food-for-work project. In other projects, food is provided throughout the year.

28. Over the past few years there has been a reinforcement of the trend away from more expensive processed food commodities towards basic commodities, such as cereals, edible oils and pulses. It is likely that this trend will continue, as WFP and donors seek to maximize the value of food pledges in terms of cost effectiveness and nutritional benefits.

29. The need for resources for development projects has been steadily increasing over the years, while the availability of resources for development projects has declined, largely because of budgetary constraints faced by donors, who have also tended to redirect their resources to emergency and refugee feeding needs, particularly during 1991.

30. During 1991, approximately 1.35 million tons of food, including approximately 200,000 tons bought with donors' contributions of cash designated for commodity purchases, were shipped to development projects. Although this is nearly 30 percent higher than the average level of food availability over the past three years, it fell short by some 200,000 tons of the minimum level needed to maintain project activities. WFP was thus obliged to adopt a commodity rationing exercise for a second consecutive year.

1991 Relief activities

31. Drought, war and cyclones were the main causes of suffering that required short-term WFP emergency food assistance (excluding long-term refugees and displaced people) in 1991.

32. Currently one quarter of emergency food aid from all sources is handled by WFP, either from the International Emergency Food Reserve (IEFR) or from its regular resources or as a handling agent for bilateral donors. The remainder is largely provided as direct bilateral assistance or through NGOs. At 870,000 tons valued at $391 million, 1991 commitments of WFP emergency food aid from the IEFR and WFP's regular resources were almost three times higher than in 1990.

33. Eighteen donors, including two developing countries, contributed to the IEFR, the multilateral source of food for most emergency feeding. Total contributions in 1991 amounted to 612,000 tons of commodities, including both cereals and non-cereals, valued at $319 million. (In the past, food for long-term refugees and displaced people was met from the IEFR, but since 1989 donors have made separate, additional, pledges to WFP for this purpose.)

34. The many problems inherent in the current working of the IEFR led WFP to propose changes in its composition and operation. Although it was intended to be a multilateral facility, increasingly the IEFR has become an instrument of directed response. Most contributions to the IEFR are not made in advance of requirements, but are an *ad hoc* response to needs as they arise. Usually donors approach WFP on a case-by-case basis with offers of assistance to particular emergency situations, or WFP itself solicits donors to provide commodities for each specific case. Either way, the IEFR has lost its intended true multilateral character and operated less efficiently as a result.

35. The IEFR was never meant to cover all emergency food needs, but only to guarantee an effective initial response. Except for long-lasting refugee situations, or slow-onset droughts in which shipments often can be planned in advance, rapid deployment of food in emergencies is normally essential and always challenging. In many cases, food must be available in a matter of days, either by being obtained on the spot or urgently delivered from abroad.

36. WFP's effectiveness in responding to emergencies has been based largely on its ability to borrow from WFP food stocks already in the country for development projects, or from other government stocks. In fact 18 operations in 1991 began that way. When borrowings are made from development food, care is taken to minimize the disruption to development activities; nevertheless large-scale reliance on stocks of WFP development food has occasionally affected the implementation of WFP-assisted development projects.

37. An alternative first-line response to new emergency situations would be to buy food locally, within the region or from the nearest commercial source. Although WFP did resort to food purchases for 17 emergency operations in 1991, WFP cash resources are not sufficient to cover immediate food purchases as a regular alternative to borrowing.

38. In order to remedy this problem, the CFA in 1991 approved the establishment of a cash account, to be known as the Immediate Response Account (IRA), as an integral part of the IEFR. The IRA will be used mainly to buy and deliver food to permit the fastest possible initial response to new emergency situations.

39. The IRA will be funded by an amount to be set aside annually by the CFA from WFP's regular resources ($7.5 million in 1992) and by voluntary contributions from IEFR contributors in convertible currencies free of restrictions as to their use, with the objective of receiving support from as many countries as possible. An annual minimum target of $30 million has been set.

40. WFP also received $72 million (in cash and kind) in 1991 to help transport and manage emergency food aid. Amongst other things, these additional resources provided trucks, boats and other vital equipment to ease transport bottlenecks, helped cover the costs of airlifts to provide emergency food aid to people in remote or dangerous areas and paid for additional short-term staff and consultants to ease port congestion.

41. Emergency food aid usually treats symptoms, not causes. That is why WFP puts so much emphasis on supporting development projects that help people in marginal areas improve their lives and become more secure. It is often much better to provide relief to famine victims through enlarging development projects than through free distribution of emergency food aid. In a number of countries WFP has responded to relief needs by

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providing food to an increased number of beneficiaries through ongoing development projects.

42. Food for refugees and displaced people forms a major part of WFP's relief activities, especially as WFP has assumed increased responsibilities in this area. Food for people displaced or made refugees in 1991 accounted for 60 percent of WFP's emergency food aid allocations for the year, while 1991 commitments for long-term (more than 12 months) feeding of refugees and displaced people amounted to an additional $558 million, almost three times the 1990 level. In all WFP committed in 1991 over 1.8 million tons of food commodities worth nearly $800 million to provide food aid for some 14 million refugees and displaced people in more than 30 countries. Refugees and displaced people accounted for three quarters of all WFP relief food aid.

43. There are large numbers of refugees and displaced people in Africa - mainly in the Horn (Ethiopia, Somalia, the Sudan), parts of Southern Africa (Malawi, Mozambique) and coastal West Africa (Côte d'Ivoire, Guinea, Liberia, Sierra Leone). Major refugee problems also persist in various regions in Asia - the aftermath of the Gulf crisis, the massive Afghan refugee presence in both Iran and Pakistan, and the continued concentration along the Thai-Cambodian border. Only in Central America has there been a significant repatriation of refugees to their countries of origin. It is estimated that 1.6 million tons of food will be required from WFP to feed long-term refugees and displaced people in 1992.

44. During the past two years there has been a significant increase in the amount of multilateral resources being made available to WFP to feed refugees and displaced people, in part resulting from the adoption in 1989 of revised resource funding modalities for Protracted Refugee and Displaced Person Operations. This trend is expected to continue as WFP assumes more responsibility for the food needs of refugees under the new UNHCR/WFP agreement. WFP expects to be handling over 70 percent of all food commodities for refugee feeding operations by the end of 1992; the remaining 30 percent would still be handled bilaterally or by UNHCR for refugees in some countries.

45. Commitments for prolonged refugee and displaced person operations are normally for 12 or 18 months, depending upon the food needs of the operation and the prospects for repatriation. Individual project budgets are based on total food requirements, derived from joint WFP/UNHCR assessments; the requirements are then broken down by source, indicating the quantities to be supplied by WFP and to be pledged bilaterally by donors.

46. Within the current collaborative framework established through the 1985 Memorandum of Understanding, UNHCR and WFP jointly undertake virtually all phases of refugee feeding operations, including organizing joint missions to assess assistance requirements, issuing joint appeals to donors for resources, and programming and managing the logistics of the refugee feeding operations themselves. As a result of a series of agreements over the past four years, WFP has become the principal channel for and coordinator of food aid commodities in refugee feeding operations managed by UNHCR, particularly those in Ethiopia, Liberia and neighbouring countries, Malawi, Mozambique, Pakistan and Somalia. During 1990-91, inter-agency and joint UNHCR/WFP assessment missions were undertaken in Algeria, the Horn of Africa, Iran, Iraq, Liberia and neighbouring countries, Malawi, Pakistan and Sudan.

47. A "Concept Paper on UNHCR/WFP Cooperation ", which lays the basis for new working arrangements between the two organizations, was jointly approved by the High Commissioner for Refugees and the Executive Director in January 1991. This was followed by a joint letter from the two executive heads in December 1991 reaffirming WFP's responsibility, beginning in 1992, to undertake the mobilization of all basic food commodities (and the cash needed to transport them), and the international transport of food to recipient countries. Starting in 1993, and on a case-by-case basis in agreement with UNHCR, WFP will progressively assume responsibility for arranging the internal transport and delivery of all basic commodities to delivery points within recipient countries.

1991 Transport activities

48. The need to deliver massive amounts of relief food aid in 1991, as well as the food required by development projects, increased substantially the workload of WFP staff both in country offices and in headquarters.

49. The Programme arranged for the international transport of 3.1 million tons of food in 1991, equal to the 1988 record and 35 percent more than the total shipped in 1990. In addition WFP arranged for transshipment, overland and air transport of some 1.6 million tons of food aid on behalf of bilateral donors and NGOs.

50. Shipping food on liners typically costs between two and two and a half times the cost of shipping food on ships chartered by WFP. Consequently, in order to keep expensive liner shipments to the minimum, WFP intensified its efforts to consolidate consignments into larger quantities suitable for charter vessel carriage. WFP chartered 167 vessels to carry 2.2 million tons of food - 42 percent more than in 1990. Hard work and persuasion are often required to find shipowners prepared to carry a number of small individual shipments, often for multiple destinations, as part of a single charter. But by doing this, savings on the cost of freight are achieved.

51. WFP makes every effort to increase its utilization of developing country transport services wherever possible. In 1991 a total of $176.1 million was paid to developing countries for transport-related services, of which $155.3 million was for overland transport. Payments for shipments in developing countries vessels increased by 37 percent, from $15.3 million in 1990 to $20.9 million in 1991.

52. Total transport costs per ton rose by nine percent, from $71.90 in 1990 (including transport to extended delivery points, insurance, superintendence and agency fees) to $78.24.

53. WFP played an active part in easing port congestion and ensuring the free movement of goods inland in a number of countries in 1991.

54. WFP's logistics work has become an increasingly important aspect of the international response to emergency situations. In Ethiopia, WFP manages a fleet of trucks through the WFP Transport Operation in Ethiopia (WTOE), which was instrumental in delivering emergency food aid to starving people throughout the country. To bolster locally available transport, WFP contracted for 100 trucks from Kenya and Jordan to help transport food from Djibouti and, later, Assab.

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55. WFP undertook seven major air operations in 1991 to get food quickly to starving people in remote or dangerous areas. By the end of 1991 a record 54,000 tons was delivered by air (compared to 33,000 tons in 1990). The cost of these operations was just under $23 million, with 42 percent of all cargoes being sent on aircraft from developing countries.

More than food aid

Bilateral services

56. WFP, on behalf of bilateral food aid donors or United Nations agencies, may arrange for the purchase of food, its transport or the monitoring of its distribution for food-aided relief or development activities. WFP's expertise in these areas provides donors with an effective service, for which it is paid a fee by the donors or agencies concerned.

57. There are a number of advantages in undertaking bilateral services:

a) WFP has information relating to overall food requirements and the relative absorptive capacity of recipient countries, which allows for better planning and programming of food aid by donor countries.

b) WFP's coordination of food aid from many sources facilitates the best use of local logistic facilities, especially in large-scale emergencies.

c) By combining the shipment of bilateral food aid with WFP food aid, it is often possible to reduce transport costs for both WFP and the donor.

d) Bilateral food aid can be channelled through WFP to areas of the developing world that are difficult to reach.

58. Bilateral services have become a significant aspect of WFP's activities. Over the past 10 years, WFP has handled more than 6.7 million tons of bilateral food aid with a value of more than $1.7 billion. Donors relied heavily on WFP throughout 1991 to deliver extraordinary levels of food aid at short notice on their behalf to the rising number of emergencies. In 1991, WFP was requested to buy, ship or monitor a record 1.2 million tons, worth $225 million, on behalf of bilateral donors.

59. Seventy percent of bilateral food aid handled by WFP in 1991 was for relief, including refugees and displaced people. In Sudan WFP delivered more than 600,000 tons of commodities on behalf of donors. Other major activities included monitoring more than 300,000 tons of food donated for cyclone victims in Bangladesh and 30,000 tons donated to Pakistan for Afghan refugees, and delivering more than 41,000 tons of food for Cambodians in camps on the Thai border.

60. In addition to the high volume of relief food deliveries, WFP brought and delivered food on behalf of bilateral donors to both Romania and Bulgaria and transported 30,000 tons of cereals across China to Mongolia.

61. An illustration of the increasing scale of WFP's bilateral activities is the agreement concluded in 1991 between WFP and the Government of Japan, under which WFP is to buy

and deliver $41.4 million worth of food aid to suffering people in ten countries in Asia and Africa on behalf of Japan. Japan has agreed that part of its contribution can be used to purchase food in developing countries, which will strengthen the agricultural sector of these countries as well as South-South trade.

62. Because of substantial increases in overhead costs for such services, WFP reviewed its fee levels for operations undertaken on behalf of bilateral donors. As a result, it has been agreed to increase WFP's fees.

Food purchases

63. While few developing countries have the means to donate substantial quantities of food, many are sources of food that donors can purchase and use as food aid either locally or in other developing countries. In 1991, WFP bought a record 926,000 tons of food worth $196 million for distribution in developing countries. In value terms this is nearly 25 percent more than the previous record of 1989. In addition to using cash from WFP's regular resources, including special pledges for long-term refugees and displaced people, the Programme also made purchases from funds provided by donors directly through the FAC or the IEFR.

64. More than seven out of every 10 tons - a total of $142 million - were bought in developing countries. In all, WFP purchased food from 43 developing countries in 1991. In Sub-Saharan Africa alone, WFP spent $60 million in 1991 for 232,000 tons of food.

65. Since 1985, WFP has bought more than $625 million worth of food in developing countries, in the process making the largest contribution to South-South trade within the United Nations system. For poor countries with surpluses of certain food commodities, these purchases can provide much needed foreign exchange. For example, purchases of food by WFP in Uganda will account for an estimated six percent of that country's projected total exports of goods and services in 1991/92. Purchasing food in developing countries may also help promote inter-country trade over the longer term.

66. As well as becoming an important means of responding speedily to emergency food needs, local purchase arrangements have been included as an integral part of five of the 43 WFP-assisted development projects approved in 1991. In one case, locally purchased meat, vegetables and fruit will provide a nutritional supplement for vulnerable groups, while in the other cases local grains or pulses will provide staple foods for the project beneficiaries.

67. In an additional 13 projects, exchange arrangements have been proposed, whereby imported WFP foods are delivered to ports or main cities and exchanged for locally available foods in rural areas for distribution to beneficiaries there. These arrangements save on internal transport costs, give beneficiaries local foods that are more to their taste and stimulate local agricultural production and trade by providing additional outlets for local farmers.

Non-food resources

68. To be truly effective, food aid must be linked to a variety of other inputs, including technical assistance, administrative and financial support, and equipment and supplies. These are usually provided by the recipient governments, by other local sources, or by donors and other aid agencies. Where governments are unable to provide all the non-food resources required for WFP-assisted projects, WFP makes special efforts to obtain non-food resources from donors to enhance the effectiveness of its food aid.

69. In 1991, as well as $72 million of non-food resources provided to WFP for special emergency operations, 11 donors channelled $13.5 million worth of such non-food items through WFP in support of development and protracted refugee projects. The items provided included agricultural tools, vehicles and personnel.

Training

70. Administrative and managerial weaknesses are among the major constraints developing countries face in using food aid as an effective and efficient development resource. The development projects WFP assists are normally organized, funded and managed by recipient governments themselves. In many cases, however, the proper management of WFP resources and accountability for their use requires considerable in-country WFP management support. Because of these needs, WFP has a strong commitment to training government counterpart staff, especially in management skills, including financial and performance reporting.

71. In all, 7,413 government counterpart personnel took part in training activities in a total of 47 countries in all regions in 1991. Courses concentrated on:

a) project design and implementation;
b) monitoring, reporting and evaluation;
c) project management;
d) food storage management;
e) office management;
f) accounting, recording keeping, etc.

72. Training of WFP staff is also significant: in 1991 more than one third of WFP staff took part in training activities.

73. The first of a series of regional workshops on project monitoring, reporting and evaluation, to familiarize WFP staff with revised procedures, was held in New Delhi in October for 30 country officers from nine duty stations in the Asia and Pacific region. A second workshop was held in Beijing, in November for 20 national and counterpart staff from that region. Additional workshops are being held during 1992-93 in the other regions, and for headquarters staff in Rome.

74. Reflecting WFP's increased emergency activities in 1991, four WFP staff participated in UNDRO training programmes in disaster management or in a food aid management course conducted by A.I.D. WFP also actively participated in training programmes for senior UN system representatives conducted under the auspices of the Consultative Committee on

Substantive Questions - Operational Activities (CCSQ/OPS) to strengthen field coordination. In October, WFP took part in a JCGP seminar on women-in-development held in Cameroon.

Development cooperation with other agencies and donors

75. WFP-assisted projects require financial, technical and managerial resources from recipient governments and other donors in addition to the food aid supplied by WFP. For the development projects approved in 1991, the proportion of total project costs covered by WFP ranged from 10 percent to 100 percent (in the case of assistance to Palestinians in Gaza and the West Bank). In general, WFP provided a greater proportion of total project costs in the poorest countries. Developing country governments usually covered the remaining costs. However, in a significant number of projects approved in 1991, external financing and technical support were also provided, mainly from the World Bank, the CEC, various governments providing bilateral assistance (including the Netherlands, the United States of America and the Federal Republic of Germany), United Nations agencies (including FAO, IFAD, ILO, UNDP, UNICEF and UNSO) and NGOs.

76. An example of the important role other agencies can play in improving the impact of WFP-assisted development activities is a UNDP/FAO umbrella project to provide technical support to WFP-assisted irrigation, pasture rehabilitation and forestry projects in China. In Bangladesh, a $2 million UNDP/DTCD project helps to improve the technical and management expertise of the Bangladesh Water Development Board, the Government agency responsible for executing the largest part of the $30 million a year WFP food-for-work project to improve irrigation, flood control and drainage.

77. In Ethiopia, a UNDP/FAO project will provide technical assistance to a newly-created Project Management Unit for a WFP-assisted project to rehabilitate forest, grazing and agricultural lands. The UNDP/FAO assistance will help to strengthen monitoring and evaluation and provide advice on technical expertise required for labour-intensive works.

78. Two of the development projects approved in 1991 were Joint Consultative Group on Policy (JCGP) initiatives, and will be implemented in cooperation with WFP's JCGP partners - UNICEF, UNDP, UNFPA and IFAD. Joint missions comprised of representatives from the JCGP agencies and donors visited Bolivia and Honduras during the year. The missions concluded that close coordination between the JCGP agencies had been highly effective in alleviating poverty and helping women.

79. WFP has recently taken steps to strengthen its support to NGOs. WFP has delegated to its country offices the authority to provide food (up to five percent of the value of WFP resources in any individual WFP-assisted project or an annual maximum of $200,000) as an additional commitment to local NGO-assisted projects that have similar objectives and beneficiary groups as WFP-assisted projects. The use of the NGO delegation is particularly appropriate for small-scale projects, which are the most successful in many situations, particularly in sub-Saharan Africa, and for experimentation with novel uses of food aid. Food delivered to NGOs under these procedures comes from ongoing development projects, to be replenished subject to the availability of resources. A decision to provide WFP food to an NGO is based on the WFP country office's assessment and confidence in the NGO. The NGO is held responsible for internal transport and storage, as well as for the distribution of the commodities, and must report to WFP on the use of the commodities.

80. The technical inputs needed for the design, appraisal and evaluation of WFP-assisted projects are provided mostly by United Nations technical agencies, primarily FAO, which provides nearly half the total, ILO, Unesco, WHO, Habitat and the United Nations Department of Technical Cooperation for Development.

Changes to WFP General Regulations

81. The issue of governance of the World Food Programme, which dominated the work of its governing body, the CFA, during 1990, was resolved in 1991. The report of the first Special Session of the CFA containing draft revised General Regulations of the Programme was submitted to the 99th Session of the FAO Council held in June and to the summer session of the Economic and Social Council of the United Nations (ECOSOC), both of which endorsed the changes and forwarded them to the FAO Conference and the United Nations General Assembly, respectively, for final approval, which came toward the end of the year. The changes came into effect at the beginning of 1992.

82. The following are the main changes brought about by the revision of WFP's General Regulations:

a) The CFA is enlarged from 30 to 42 members, and its composition is changed from an equal representation between developing countries and more economically developed countries to one in which developing countries have 27 members and more economically developed countries 15 members.

b) The CFA now exercises full inter-governmental supervision and direction for all aspects of the Programme, including food aid policy, administration, operations, funds and finances.

c) Responsibility for the administration of the former WFP Trust Fund, now called the WFP Fund, is transferred from the Director-General of FAO to the Executive Director of WFP, who is accountable to the CFA for the management of the Fund. In this context the Programme now has its own financial regulations to govern its operations.

d) Governments seeking emergency assistance now address requests to the WFP Representative in the country concerned. The Executive Director, after consultations with FAO and other relevant agencies, decides on requests up to the level of authority delegated to him to approve development projects. In cases of emergency requests exceeding the Executive Director's authority, approval is made jointly by the Executive Director and the Director-General of FAO. Previously all emergency operations involving use of WFP resources were approved by the Director-General of FAO upon recommendation by the Executive Director of WFP.

e) The Programme now has the authority to contract, acquire and dispose of property and be party to judicial proceedings.

f) The Executive Director is now accountable to the CFA for all aspects of the Programme. The Executive Director's authority on financial and operational

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matters, including appointment of staff up to and including the level of D-2, has been increased, corresponding to the greater responsibilities vested in the position.

Summary of major decisions taken and topics discussed by the CFA during its 1991 sessions

83. The CFA met three times during 1991, once in a special session and twice in regular session. The Special Session met on 18 March 1991. It approved changes to the WFP General Regulations and forwarded the revised texts to the Economic and Social Council of the United Nations and the FAO Council for their concurrence and onward transmission to the General Assembly of the United Nations and the FAO Conference for final approval. The main changes are summarized in paragraphs 81 and 82 above.

84. The Thirty-first Session met from 20 - 27 May 1991 and the Thirty-second Session from 3 - 6 and 13 December 1991. Membership of the Committee during 1991 is shown in Annex I.

a) Thirty-first Session of the CFA in Rome, 20 - 27 May 1991

Review of IEFR modalities

The Committee:

i) confirmed that the minimum annual target of 500,000 tons for the IEFR should be maintained;

ii) confirmed that the Executive Director had the authority to reimburse up to 100 percent of ITSH costs to LDCs and countries in similar situations and that donors to the IEFR should make an effort to grant means for that purpose;

iii) called upon the Executive Director to review his proposals concerning the establishment of a cash fund for the IEFR in the light of those discussions of the Committee and to establish a process of informal contacts with CFA members with a view to presenting a proposal to the Thirty-second Session;

iv) expressed satisfaction with the donor members' willingness to review their procedures, to make known in advance their pledges to IEFR, and to release the aid they supplied more rapidly;

v) took note that donors would notify the Programme as far in advance as possible of their overall emergency food aid allocations and provide it with full information on all bilateral allocations.

WFP pledging target 1993-94

The Committee:

i) endorsed the pledging target of 1.5 billion dollars for the 1993-94 biennium;

ii) called upon all donors to make a determined collective effort to achieve the target;

iii) recognized the crucial importance of at least one third of the pledges to the regular resources being made in cash and urged all donors to take steps to attain that objective;

iv) took note of the interim measures taken by the Executive Director to arrest further deterioration of the Programme's cash position in 1991;

v) agreed to monitor closely the Programme's cash situation;

vi) noted that the Executive Director would consult donors on measures to find long-term solutions to the Programme's cash problems and that proposals would be presented to the Committee at the Thirty-second Session.

Sub-Committee on Projects

The Committee decided to:

i) extend the mandate of the Sub-Committee on Projects for a further two CFA sessions;

ii) authorize the Chairman of the CFA to establish an *ad hoc* Working Group of Member States representative of the CFA composition, to be set up in accordance with the standard procedure for interregional consultation; that group would be asked to examine the role of the SCP in the project cycle, as well as its working methods and the question of extending its mandate, and to present a report together with preliminary proposals to the CFA during the Thirty-second Session of the CFA in December 1991;

iii) request the Secretariat to service the *ad hoc* Working Group and provide it with such documentation as it might consider necessary;

iv) limit the maximum number of members of that *ad hoc* group to 12.

b) **Thirty-second Session of the CFA in Rome, 3 - 6 and 13 December 1991**

The WFP budget for technical advisory, administrative and servicing expenses in 1992-93

The Committee, having considered the Executive Director's Programme of Work and Budget, and the comments of the FAO Finance Committee and the United Nations Advisory Committee on Administrative and Budgetary Questions:

i) approved the Programme of Work proposed by the Executive Director;

ii) resolved for the financial period 1992-93:

- to authorize appropriations for the following purposes:

Chapter I	- Secretariat: Headquarters	$78,287,900
	Secretariat: Country offices	$88,636,500
Chapter II	- Services provided by FAO	$18,638,000
Chapter III	- Services provided by the United Nations and other organizations	$4,926,300
Chapter IV	- Unallocated contingencies	$400,000
	Total appropriation	$190,888,700

- to authorize the Executive Director to recost the budget at the Italian lire/United States dollar rate of exchange approved at the Twenty-sixth Conference of the FAO;

iii) approved the transfer of the production of the WFP Journal and some other publications from Chapter II to Chapter I and authorized the establishment of two new General Service staff in the WFP Public Information Branch to take on that work; and

iv) authorized the Executive Director to transfer up to five percent of the amount in an appropriation line to another appropriation line(s);

v) requested the Secretariat to study the implications of the harmonization of the WFP pledging period and the budget cycle and present a report to the Committee for its consideration.

vi) noted the Executive Director's proposals regarding the upgrading of the post of Chief of the Transport Service to D-2 level, but in view of the budgetary implications deferred consideration of such changes pending a review and recommendation by the next Executive Director.

Financial Regulations of the World Food Programme

The Committee approved the WFP Financial Regulations, on a provisional basis conditioned by the approval of the United Nations General Assembly of the revised WFP General Regulations, and decided that they would take effect on 1 January 1992. The Committee asked that a revised document be placed before the May 1992 Session of the newly-constituted Committee reflecting the following:

Regulation 6.3 - amend to provide for a 60-day requirement for the detailed budget proposals to be distributed to member governments;

Regulation 8.3 - no change in the text, but the Executive Director would continue to take into consideration the internal regulations of

those countries which required interest on contributions to be credited to their accounts;

Regulation 11.2 - retain the provision for the appointment of the External Auditor for a four-year term, with the amendment that only one renewal for a further four-year term would be permissible. (In that context, the Committee agreed with the Executive Director's recommendation that for reasons of administrative expediency, the present External Auditor of FAO be appointed the External Auditor of WFP for the next immediate period of two years, whereafter the four-year cycle of appointment would apply.)

Rule 105.6 - to be moved into the Financial Regulations section.

Financing WFP operations

The Committee decided:

i) to approve the following temporary measures, recommended in paragraph 39 of the document, effective 1 January 1992:

- revised scale of fees on bilateral operations as contained in the annex to document CFA: 32/4;

- the inclusion of a charge of 10 percent of costs incurred by the Programme for additional staff and other administrative expenditures, as WFP support cost on contributions for complex emergency operations;

- the inclusion of a charge of four percent of the total value of commodity and transport costs as WFP support costs on all IEFR and PRO contributions;

ii) that the Chairman should form a working group to consider, in depth, alternatives to WFP's cash requirements for the long term, and prepare proposals for consideration by the Committee at its Thirty-fourth Session.

Review of IEFR modalities

The recommendations of the Executive Director were endorsed by the Committee, i.e.,

i) that a cash account, to be known as the Immediate Response Account, be established as an integral part of the IEFR for the purpose of purchase and delivery of emergency food aid for food shortage situations, to be appointed in accordance with project approval procedures consistent with WFP General Regulations;

ii) that an amount in cash be set aside annually from general resources in accordance with General Regulation 5(a) to serve as the nucleus of this account. For 1992 that amount would be $7.5 million;

iii) that the account be complemented by voluntary contributions, free of restrictions as to their use, so as to enable assured expenditure from the account of at least $30 million annually;

iv) that contributions to the account be normally pledged and paid as near as possible at the beginning of each calendar year, but otherwise as promptly as individual donors could arrange.

Report of the Working Group on the SCP and related matters

The Committee agreed that it was important for the work entrusted to the *ad hoc* Working Group to continue with a view to the presentation of concrete recommendations to the CFA. The Committee therefore decided that:

i) the *ad hoc* Working Group should be continued;

ii) the Chairman be authorized, in consultation with regional groups, to expand the size of the Working Group to reflect the new composition of the CFA;

iii) the size of the expanded Working Group should not exceed 21 members;

iv) the Working Group should meet in Rome for one week in the spring of 1992 after the full composition of the CFA had become known;

v) the Working Group should present a report containing concrete recommendations to a Special Session of the CFA, to be convened as soon as possible, for consideration and decision;

vi) authorize the Chairman, in consultation with the Secretariat, to make all necessary arrangements in that respect.

It was agreed that the views expressed during the deliberations of the Committee would provide guidance to the Working Group. The Secretariat informed the Committee that it would prepare a paper containing its views on the financial and workload implications of the various proposals for submission to the Working Group.

Establishment of a Working Group to consider WFP's cash requirements for the long-term

In conformity with the decision to form a working group to consider, in depth, WFP's cash requirements for the long term, the Committee decided:

i) to authorize the Chairman to establish such working group in consultation with regional groups;

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ii) that the working group should reflect the new composition of the CFA; and

iii) that the working group should prepare proposals for consideration by the Committee at its Thirty-fourth Session.

Special Session of the CFA

The Committee decided that the Special Session to be convened would consider the report of the *ad hoc* Working Group on the SCP and related matters, approve the WFP Financial Regulations, provisionally approved by the CFA at its current session, and also consider project Kenya 4616. The Special Session of the CFA might also review the Rules of Procedure of the Committee in the light of the enlarged membership and the enhanced mandate of the Committee.

GENERAL NOTES

1. All monetary values are in United States dollars ($), unless otherwise stated.

2. One billion equals 1,000 million.

3. All quantities are in metric tons, unless otherwise specified.

4. Low-income food-deficit countries include all food-deficit (i.e., net cereal importing) countries with per-capita GNP not exceeding the level used by the World Bank to determine eligibility for IDA assistance ($1,135 in 1989). In 1991, 74 countries were classified as low-income food-deficit.

5. The category of least developed countries (LDCs) was established by the United Nations General Assembly in its resolution 2768 (XXVI) of 18 November 1971. New criteria established in 1991 defined LDCs as "those low-income countries that are suffering from long-term handicaps to growth, in particular low levels of human resource development and/or severe structural weaknesses". In 1991, 47 countries were classified as LDCs.

6. Geographic regions referred to in this report are Africa, comprising all the countries of Africa, including the African islands; sub-Saharan Africa, comprising all African countries south of the Sahara except South Africa; North Africa and the Middle East, comprising the African countries north of the Sahara, the countries of the Middle East, Turkey and Afghanistan; Asia and the Pacific, comprising the countries of Asia east of Afghanistan and Pacific Island nations; Asia, comprising Turkey, the countries between the Mediterranean Sea and the Pacific Ocean, Southeast Asia and the Pacific Ocean Islands; Latin America and the Caribbean - or the Americas - comprising all American and Caribbean countries south of the United States of America.

7. Common acronyms:

ACC	Administrative Committee on Coordination (United Nations)
A.I.D	Agency for International Development (United States)
CIDA	Canadian International Development Agency
CFA	Committee on Food Aid Policies and Programmes
CEC	Commission of the European Communities (excludes national action of member countries of the European Community: Belgium, Denmark, France, Germany, Greece, Ireland, Italy, Luxembourg, the Netherlands, Portugal, Spain and the United Kingdom)
DTCD	Department of Technical Cooperation for Development (United Nations)
FAC	Food Aid Convention
FAO	Food and Agriculture Organization of the United Nations
GATT	General Agreement on Tariffs and Trade
GDP	Gross Domestic Product
GNP	Gross National Product
IDA	International Development Association
IEFR	International Emergency Food Reserve (WFP)
IFAD	International Fund for Agricultural Development
ILO	International Labour Organisation
INTERFAIS	International Food Aid Information System (WFP)

IRA	Immediate Response Account of the IEFR
LDC	Least developed country
ITSH	Internal transport, storage and handling
JCGP	Joint Consultative Group on Policy, comprising UNDP, UNFPA, UNICEF, IFAD and WFP
M&E	Monitoring and evaluation
MCH	Mother and child health
NGO	Non-governmental organization
OECD	Organisation for Economic Co-operation and Development (comprising Australia, Austria, Belgium, Canada, Denmark, Finland, France, Germany, Greece, Iceland, Ireland, Italy, Japan, Luxembourg, the Netherlands, New Zealand, Norway, Portugal, Spain, Sweden, Switzerland, Turkey, the United Kingdom and the United States of America)
PRO	WFP protracted refugee and displaced person projects
UNDP	United Nations Development Programme
UNDRO	Office of the United Nations Disaster Relief Coordinator
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UNSO	United Nations Sudano-Sahelian Office (UNDP)
WFP	World Food Programme
WHO	World Health Organization

ANNEX I

CFA MEMBERSHIP IN 1991

1. In 1991 the members of the CFA were:

Australia	Denmark	Mexico
Bangladesh	Egypt	Netherlands
Belgium	Finland	Niger
Brazil	France	Pakistan
Burundi	Germany	Sudan
Canada	Guinea	Sweden
China	Hungary	Tanzania
Colombia	India	United Kingdom
Congo	Italy	United States of America
Cuba	Japan	Zambia

2. The CFA has been expanded to include 42 member countries beginning in 1992.

ANNEX II

STATISTICAL TABLES

TABLE 1: WFP DEVELOPMENT COMMITMENTS BY REGION, 1963-91 (millions of dollars)

Year	Total	Latin America and Caribbean		North Africa and Middle East		Sub-Saharan Africa		Asia and Pacific		Europe	
		Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)
1963-72	1 194	165	14	505	42	190	16	318	27	17	1
1973	129	6	5	44	34	22	17	57	44	-	-
1974	106	16	15	27	26	44	41	18	17	1	1
1975	393	58	15	89	23	67	17	177	45	2	0
1976	642	30	5	211	33	157	24	226	35	18	3
1977	367	51	14	106	29	60	16	150	41	-	-
1978	392	44	11	99	25	120	31	129	33	-	-
1979	492	5	1	58	12	193	39	234	48	2	0
1980	479	85	18	129	27	152	32	113	23	-	-
1981	543	36	7	109	20	239	44	156	29	3	0
1982	613	34	6	151	25	246	40	179	29	3	0
1983	696	112	16	124	18	168	24	291	42	-	-
1984	925	137	15	121	13	325	35	339	37	4	0
1985	642	62	10	151	23	192	30	238	37	-	-
1986	629	110	17	116	18	241	38	163	26	-	-
1987	621	110	18	79	13	227	37	205	33	-	-
1988	779	121	16	110	14	266	34	282	36	-	-
1989	575	106	18	144	25	141	25	184	32	-	-
1990	480	113	24	60	12	143	30	164	34	-	-
1991	448	89	20	61	13	165	37	133	30	-	-

Explanatory notes: Details and percentages in tables do not necessarily equal totals because of rounding; dollars refers to United States dollars, unless otherwise stated; a zero (0) indicates that the magnitude is less than 0.5 (half the unit used); (0.0) indicates that the magnitude is less than 0.05; a dash (-) stands for "nil"; use of a hyphen (-) between years, e.g., 1990-91, signifies the full period involved, including the initial and final years.

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TABLE 2: WFP DEVELOPMENT COMMITMENTS BY TYPE OF ACTIVITY, 1963-91 (millions of dollars)

Year	Total	Agricultural and rural development										Human resource development						Other	
		Agricultural production		Rural infrastructure		Settlement		Food reserves		Subtotal		MCH and primary schools		Secondary and higher educational training		Subtotal		Industry and mining	
		Value	%	Value	%	Value	%	Value	%	Value	%	Value	%	Value	%	Value	%	Value	%
1963-72	1 194	428	(36)	162	(14)	138	(11)	39	(3)	767	(64)	294	(25)	117	(10)	411	(35)	16	(1)
1973	129	52	(40)	27	(21)	7	(5)	-	-	86	(66)	28	(22)	15	(12)	43	(34)	-	-
1974	106	48	(45)	36	(34)	5	(5)	-	-	89	(84)	13	(13)	4	(3)	17	(16)	-	-
1975	393	133	(34)	41	(10)	46	(12)	-	-	220	(56)	169	(43)	4	(1)	173	(44)	-	-
1976	642	341	(53)	98	(15)	40	(7)	-	-	479	(75)	136	(21)	27	(4)	163	(25)	-	-
1977	367	125	(34)	35	(9)	56	(15)	6	(2)	222	(60)	125	(34)	20	(6)	145	(40)	1	(0)
1978	392	162	(41)	30	(8)	36	(9)	-	-	228	(58)	139	(36)	25	(6)	164	(42)	-	-
1979	492	217	(44)	62	(13)	44	(9)	4	(1)	327	(67)	149	(30)	16	(3)	165	(33)	-	-
1980	479	120	(25)	58	(12)	65	(13)	6	(1)	249	(52)	216	(45)	14	(3)	230	(48)	-	-
1981	543	202	(37)	105	(19)	128	(24)	14	(3)	449	(83)	75	(14)	19	(3)	94	(17)	-	-
1982	613	326	(53)	61	(10)	70	(11)	10	(2)	467	(76)	139	(23)	7	(1)	146	(24)	-	-
1983	696	343	(49)	63	(9)	66	(10)	-	-	472	(68)	208	(30)	15	(2)	223	(32)	-	-
1984	925	431	(47)	80	(9)	39	(4)	5	(0)	555	(60)	332	(36)	25	(3)	357	(39)	14	(1)
1985	642	345	(54)	102	(16)	37	(6)	15	(2)	499	(78)	107	(16)	37	(6)	144	(22)	-	-
1986	629	348	(55)	3	(5)	80	(13)	49	(8)	510	(81)	83	(13)	37	(6)	120	(19)	-	-
1987	621	211	(34)	70	(11)	17	(3)	-	-	298	(48)	307	(49)	16	(3)	323	(52)	-	-
1988	779	314	(40)	70	(9)	49	(6)	-	-	433	(56)	294	(38)	52	(7)	346	(44)	-	-
1989	575	326	(57)	21	(4)	39	(7)	1	(0)	388	(67)	162	(28)	26	(5)	188	(33)	-	-
1990	480	141	(29)	51	(11)	18	(4)	-	-	210	(44)	260	(54)	10	(2)	270	(56)	-	-
1991	448	189	(42)	92	(21)	5	(1)	6	(1)	292	(65)	134	(30)	2	(5)	156	(35)	-	-

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TABLE 3: WFP COMMITMENTS FOR PROTRACTED REFUGEE AND DISPLACED PERSON PROJECTS BY REGION, 1989-1991 (millions of dollars)[1]

Year	Total	Latin America and Caribbean		North Africa and Middle East		Sub-Saharan Africa		Asia and Pacific	
		Value	Share in total %	Value	Share in total %	Value	Share in total %	Value	Share in total %
1989	266.4	2.5	1	20.1	8	121.0	45	122.8	46
1990	335.6	3.7	1	18.0	5	189.8	57	124.1	37
1991	557.7	2.7	0	20.0	4	425.0	76	110.0	20

[1] Including budget revisions.

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TABLE 4: WFP COMMITMENTS FOR EMERGENCY OPERATIONS BY REGION AND TYPE, 1987-91 (millions of dollars)[1]

Region		Total operations[2]			Sudden natural disasters			Man-made disasters			Drought/crop failures		
		No.	Value	Share in total %	No.	Value	Share in regions' total	No.	Value	Share in regions' total	No.	Value	Share in regions' total
All regions	1987	79	271	100	6	8	3	57	186	69	16	77	28
	1988	65	254	100	6	28	11	43	176	69	16	50	20
	1989	46	93	100	2	1	1	35	72	78	9	20	21
	1990	32	132	100	5	4	3	17	98	74	10	30	23
	1991	44	391	100	5	7	2	26	243	62	13	141	36
Latin America and Caribbean	1987	11	21	8	-	-	-	8	15	71	3	6	29
	1988	6	16	6	2	6	35	3	7	43	1	4	21
	1989	3	2	2	-	-	-	3	2	100	-	-	-
	1990	1	3	2	-	-	-	1	3	100	-	-	-
	1991	-	-	-	-	-	-	-	-	-	-	-	-
North Africa and Middle East	1987	5	17	6	-	-	-	5	17	100	-	-	-
	1988	7	7	3	-	-	-	6	6	85	1	1	15
	1989	8	10	11	1	0	3	6	9	90	1	1	7
	1990	5	14	11	1	1	7	3	11	79	1	2	14
	1991	6	104	27	-	-	-	6	104	100	-	-	-
Sub-Saharan Africa	1987	48	161	59	1	0	0	36	104	65	11	57	35
	1988	42	164	65	1	4	2	30	127				
	1989	29	74	79	-	-	-	24	60	81	5	14	19
	1990	23	112	85	1	1	1	13	83	74	9	28	25
	1991	31	278	71	-	-	-	18	137	49	13	141	51
Asia and Pacific	1987	15	72	27	5	8	11	8	50	69	2	14	20
	1988	10	66	26	3	18	27	4	37	55	3	12	18
	1989	6	7	8	1	1	11	2	2	22	3	5	66
	1990	3	3	2	3	3	100	-	-	-	-	-	-
	1991	7	9	2	5	7	78	2	2	22	-	-	-

[1] As from 1989, excludes commitments for protracted refugee and displaced person projects.
[2] Expansions of emergency operations are counted separately.

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TABLE 5: WFP EXPENDITURE[1] ON DEVELOPMENT PROJECTS, EMERGENCY OPERATIONS AND PROTRACTED REFUGEE AND DISPLACED PERSON PROJECTS BY RECIPIENTS' ECONOMIC OR SPECIAL STATUS CATEGORY, 1987-91 (millions of dollars)

Category	1987		1988		1989		1990		1991[2]	
	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)
All WFP recipients	716	100	874	100	758	100	760	100	1 079	100
By income group (GNP per capita[3])										
500 dollars or less	524	73	622	71	517	68	495	65	776	72
501 - 1 500 dollars	122	17	194	22	186	25	201	26	200	18
1 501 - 2 500 dollars	67	9	57	6	38	5	51	7	60	6
over 2 500 dollars	4	0	3	0	16	2	13	2	43	4
By special status category										
Least developed countries	286	40	355	41	400	53	364	48	578	53
Landlocked countries	89	12	136	15	169	22	129	17	156	15
Low-income food-deficit countries	529	74	659	75	645	85	647	85	931	86

[1] Excludes programme support and administrative costs as well as expenditures on insurance premiums and warehouse facilities that cannot be apportioned by recipient. From 1987 to 1991 the latter amounted to 3.0, 3.3, 3.7, 3.7 and 1.8 millions of dollars, respectively.
[2] Provisional.
[3] Actual for each year except for 1991, for which the GNP per capita in 1990 was applied. Based on World Bank Atlas for each year.